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**CANADA**

**AND THE**

**INTERNATIONAL**

**LABOUR**

**ORGANIZATION**

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**EDITH H. HARDY**

*Executive Assistant, ILO Branch*

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**DEPARTMENT OF LABOUR**  
**OTTAWA**





**CANADA**  
**AND THE**  
**INTERNATIONAL**  
**LABOUR**  
**ORGANIZATION**

By

**EDITH H. HARDY**

Executive Assistant, I.L.O. Branch  
Department of Labour of Canada



**DEPARTMENT OF LABOUR**  
**OTTAWA — CANADA**

*Minister*

HON. MILTON F. GREGG

*Deputy Minister*

ARTHUR MACNAMARA

1951




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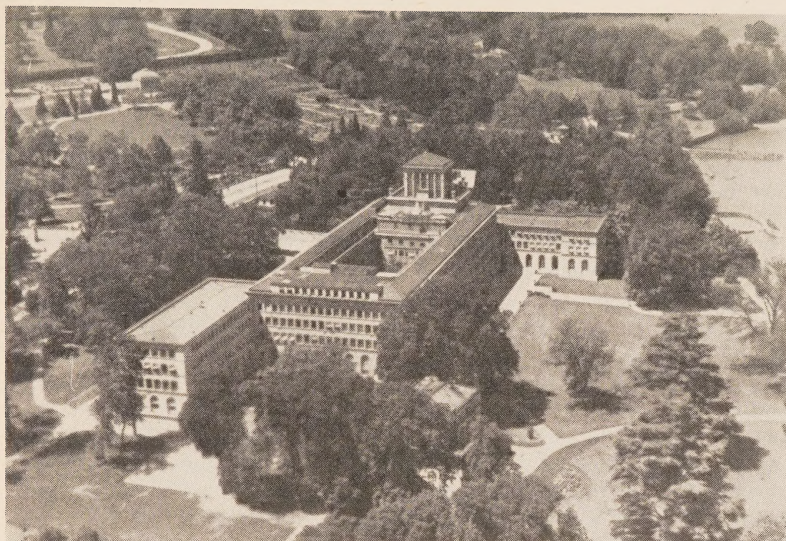
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**Aerial view of the International Labour Office at Geneva. Opened in 1926, the building was designed by the Swiss architect Georges Epitau.**

## **FOREWORD**

THE International Labour Organization, now over thirty years old, is a product of the peace settlement that followed the first world war, being established as compensation to the workers of the Allied Nations for their wartime efforts and as an assurance that working and living conditions would be improved. Its unique tripartite system gives it direct links with Governments, Management and Labour and is a basic reason for its strength.

In the inter-war period it was an autonomous associate of the League of Nations, with headquarters at Geneva, but early in the second world war it moved to Montreal, and continued its activities on a reduced scale.

A few months after the United Nations came into being, negotiations were started between that organization and the I.L.O. to define their future relationship. These discussions resulted in an agreement under the terms of which the United Nations recognized the I.L.O. as a specialized agency having responsibility in the field defined by its Constitution, which embraces labour conditions, industrial relations, employment organization, social security, and other aspects of social policy. It is the only intergovernmental

organization born of the first world war to take its place alongside the specialized agencies that have grown out of World War II. Its guiding principle is the concept that lasting peace can be established only on the basis of social justice.

Democratic institutions like the I.L.O. can function properly only if they are watched, supported, encouraged and stimulated by the people. The object of this survey, therefore, is to make the work, activity and purpose of the Organization more widely known throughout Canada. For those who may desire further information a bibliography of source material has been added as appendix 5.

EDITH H. HARDY

OTTAWA, March, 1950



# Canada and the International Labour Organization

## CHAPTER I

### *The Origin and Functions of the International Labour Organization*

ON January 25, 1919, the Peace Conference of Paris appointed a Commission on International Labour Legislation to enquire into conditions of employment from the international aspect, and to consider the international means necessary to secure common action on matters affecting conditions of employment and to recommend the form of a permanent agency to continue such enquiry and consideration. This was the first formal action taken looking to the creation of a body designed to serve in a measure as a world parliament, not indeed vested with the right to enact universal laws on any subject, but definitely entrusted with the duty of recommending legislation for the enactment of laws by the nations of the world which would help to secure permanent peace and well-being by improving industrial conditions and promoting social justice for the workers everywhere.

The Conference's Commission on International Labour Legislation met under the Chairmanship of Mr. Samuel Gompers, President of the American Federation of Labor, and held thirty-five meetings. On April 11, 1919, the Commission's report was received by a plenary session of the Peace Conference, which authorized its incorporation as Part XIII (the Labour Part) of the Treaty of Versailles, signed on June 28, 1919. The conclusions of the Commission were framed in two parts, the first being a draft Convention containing provisions for the establishment of a permanent organization for international labour legislation based on a plan drafted by the British delegates to the Peace Conference, and the second being in the form of clauses containing declarations of principle with regard to a number of items held to be of vital importance to the labour world.

The International Labour Organization was thus created as an autonomous associate of the League of Nations for the purposes set forth in the Preamble, in which it is affirmed that universal peace can be established only if it is based upon social justice; that conditions of labour exist involving such injustice, hardship and privation to large numbers of people as to produce unrest so great that the peace and harmony of the world are imperilled; and that an improvement in these conditions is urgently required, as, for example, by the regulation of the hours of work, including the establishment of a maximum working day and week, the

regulation of the labour supply, the prevention of unemployment, the provision of an adequate living wage, the protection of the worker against sickness, disease and injury arising out of his employment, the protection of children, young persons and women, provision for old age and injury, protection of the interests of workers when employed in countries other than their own, recognition of the principle of equal remuneration for work of equal value, recognition of the principle of freedom of association, the organization of vocational and technical education and other measures.

The Preamble further states that the failure of any nation to adopt humane conditions of labour is an obstacle in the way of other nations which desire to improve the conditions in their own countries, and indicates that the High Contracting Parties have been moved by sentiments of justice and humanity as well as by the desire to secure the permanent peace of the world in agreeing to the establishment of a permanent organization for the promotion of the objects set forth therein.

The aims and purposes of the Organization were authoritatively re-defined by the International Labour Conference at its first regular post-war session in May 1944, in what is known as the *Declaration of Philadelphia*, which re-affirms the principles on which the International Labour Organization is based, and in particular the principles that labour is not a commodity; that freedom of expression and of association are essential to sustained progress; that poverty anywhere constitutes a danger to prosperity everywhere; and that war against want requires to be carried on with unrelenting vigour within each nation, and by continuous and concerted international effort in which the representatives of workers and employers, enjoying equal status with those of Governments, join with them in free discussion and democratic decision with a view to the promotion of the common welfare.

The Declaration asserts the primacy of the social objective in international policy. It defines this objective as being the attainment of conditions in which all human beings, irrespective of race, creed or sex, have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity. It affirms the responsibility of the International Labour Organization to examine and consider all international, economic and financial policies and measures in the light of this fundamental objective, and provides that in discharging the tasks entrusted to it, the Organization, having considered all relevant economic and financial factors, may include in its decisions and recommendations any provisions which it considers appropriate.

The Declaration then lists a number of specific objectives. It recognizes the solemn obligation of the I.L.O. to further among the nations of the world programs which will achieve:—

- (a) full employment and the raising of the standards of living;
- (b) the employment of workers in the occupations in which they can have the satisfaction of giving the fullest measure of their skill and attainments and make their greatest contribution to the common well-being;
- (c) the provision, as a means to the attainment of this end and under adequate guarantees for all concerned, of facilities for training and the transfer of labour, including migration for employment and settlement;
- (d) policies in regard to wages and earnings, hours and other conditions of work calculated to ensure a just share of the fruits of progress to all, and a minimum living wage to all employed and in need of such protection;
- (e) the effective recognition of the right of collective bargaining, the co-operation of management and labour in the continuous improvement of productive efficiency, and the collaboration of workers and employers in the preparation and application of social and economic measures;
- (f) The extension of social security measures to provide a basic income to all in need of such protection and comprehensive medical care;
- (g) adequate protection for the life and health of workers in all occupations;
- (h) provision for child welfare and maternity protection;
- (i) the provision of adequate nutrition, housing and facilities for recreation and culture; and
- (j) the assurance of equality of educational and vocational opportunity.

When the Constitution of the I.L.O. was amended in September 1946 the text of the Declaration of Philadelphia was incorporated as an Annex.

The Constitution of the Organization also gives it explicit authority to accord to Governments at their request all appropriate assistance in connection with the framing of laws and regulations for the improvement of administrative practices and systems of inspections.

Between the two world wars, the I.L.O. pursued its objective mainly through the adoption, at its annual Conferences, of Inter-



national Labour Conventions setting forth standards on the subjects in which the Organization is interested, with a view to their implementation by national governments.

After the outbreak of war, in order to be able to function freely, the I.L.O. established temporary headquarters at Montreal, where it remained until 1948, and devoted its energies to assisting the cause of the United Nations. When the war ended it resumed its annual Conferences, and embarked also on a series of more specialized undertakings. In particular it extended its activities to meet regional needs and to deal with the particular problems of specific industries.

When the League of Nations was officially dissolved in April 1946, the Organization became independent, and its Constitution was amended so as to adapt it more effectively to present social conditions and to the new structure of international organization. By an agreement signed on December 14, 1946, it was brought into official relationship with the United Nations as one of the specialized agencies associated with its Economic and Social Council, although retaining its identity as a separate, autonomous organization.

Until recently, by far the largest proportion of the activity of the I.L.O. has been directed to the framing of Conventions and Recommendations on labour and social questions. The Organization is now, however, assuming greater executive and administrative functions. One evidence of this is its present manpower programme.

Owing to the importance and complexity of the manpower problems which have arisen since the war in the various countries throughout the world, the International Labour Organization has undertaken an operational programme in the three fields of employment service organization, vocational training and migration.

This new work has involved the establishment of groups of international officials qualified to organize and undertake practical technical assistance. Missions have visited The Netherlands, Belgium and Scandinavian countries in connection with the training of supervisors within industry. A team of experts has been organized to deal in Europe with questions of employment service organization, vocational training and migration. Similar activities have been planned for Asia and Latin-America.

These new services of the I.L.O. are brought into use only, of course, at the specific requests of Governments which require them.



The Organization is also initiating an extended programme of technical assistance for the economic development of undeveloped areas as part of the co-operative programme among the United Nations and its associated Specialized Agencies.

This proposed technical assistance extends to all the spheres of action of the I.L.O., whether direct or indirect, with a view to aiding in the economic development of industry and agriculture on an adequate scale to ensure the welfare of populations. The I.L.O.'s contribution to the programme of economic development is expected to be mainly in the field of technical training and employment service organization.

Another important decision taken in 1949 provides for the establishment of an impartial Fact-finding and Conciliation Commission on Freedom of Association for the purpose of international supervision of trade union rights.



Honourable Milton F. Gregg, V.C., Minister of Labour, unveils plaque at McGill University, Montreal, commemorating the establishment of wartime headquarters of the I.L.O. at the University. From left to right: V. C. Phelan, Director of the I.L.O. Canada Branch; L. Mayrand, of Department of External Affairs; Mr. Gregg; Principal Cyril F. James, of McGill University; Senator Leon Troçlet, of Belgium, Chairman of the Governing Body of the I.L.O., and C. Wilfred Jenks of Geneva, Assistant Director-General of the I.L.O. A reproduction of the plaque appears on page 39.

## CHAPTER II

### *The Membership and Structure of the Organization*

THE International Labour Organization is an official association of nations, financed by their Governments through contributions of varying proportions and democratically controlled by representatives not only of those Governments, but also of their organized employers and their organized workers.

At the outbreak of the Second World War, 55 States were members of the Organization. Germany had ceased to be a member in October 1935 and Italy in December 1939, while the withdrawal of Japan became effective in November 1940. The League of Nations had expelled Russia from its membership following the invasion of Finland in November 1939 and the Governing Body of the I.L.O. had taken similar action in February 1940 with regard to Russia's membership in the I.L.O.

Following the war, the Constitution of the I.L.O. was amended to provide that any member of the United Nations may become a member of the International Labour Organization by communicating to the Director-General of the I.L.O. its formal acceptance of the obligations of its Constitution. Other States may be admitted to membership by vote of the General Conference.

Universality of membership has always been the aim of the I.L.O. Germany and Austria were admitted to membership in 1919 before the Treaties of Versailles and St. Germain had been ratified. The same policy was followed after the second world war by the admission of Italy in 1945 and of Austria in 1947. Contact was established by the I.L.O. with both Germany and Japan and the latter country was represented by observers at the 1949 session of the International Labour Conference.

The present membership of the I.L.O. includes a number of countries which are not members of the United Nations. The sixty countries which were members in March, 1950, are as follows:—

Afghanistan	Bulgaria	Cuba
Albania	Burma	Czechoslovakia
Argentine Republic	Canada	Denmark
Australia	Ceylon	Dominican Republic
Austria	Chile	Ecuador
Belgium	China	Egypt
Bolivia	Colombia	El Salvador
Brazil	Costa Rica	Ethiopia

Finland	Liberia	Switzerland
France	Luxembourg	Syria
Greece	Mexico	Turkey
Guatemala	Netherlands	Union of South Africa
Haiti	New Zealand	United Kingdom of Great Britain and Northern Ireland
Hungary	Norway	United States of America
Iceland	Pakistan	Uruguay
India	Panama	Venezuela
Iran	Peru	
Iraq	Philippines	
Ireland	Poland	
Israel	Portugal	
Italy	Siam	
Lebanon	Sweden	

The functions of the International Labour Organization are carried out by three principal organs which comprise its constitutional structure, namely: (1) *the General Conference of Representatives of Member States*, which is its highest authority and may be considered the policy-making body of the Organization, meeting regularly once a year, or oftener if required, usually at headquarters in Geneva; (2) *the International Labour Office*, which is the permanent secretariat, and which performs preparatory work for the Conference, and collects and distributes information on labour matters; and (3) *the Governing Body of the International Labour Office* (consisting of 32 persons of whom 16 represent Governments, 8 employers and 8 workers), which is the Executive Council of the Organization. These are described in Chapters III, IV and V.

The work of the General Conference and of the Governing Body is assisted and supplemented by that of Regional Conferences, Industrial Committees, Committees of Experts in various specific fields, Correspondence Committees, and such special meetings as may from time to time be thought necessary. The work of these bodies is described in Chapters VII and VIII.

# HOW THE I.L.O. WORKS





## CHAPTER III

### *The International Labour Office*

THE principal task of the International Labour Office is to act as the permanent secretariat (or Civil Service) of the General Conference and Governing Body. In advance of each session of the Conference, it prepares technical reports for the various items on the agenda, outlining the law and practice in the member countries in regard to the subjects under discussion, and producing all possible information in regard to the issues on which the Conference will have to make decisions. In general the Office does everything possible to facilitate the smooth functioning of the Conference. It acts in a similar capacity for other I.L.O. meetings.

In addition, it is entrusted by its Constitution with duties of research and the publication of information on questions affecting industry and labour. It is thus a world information centre and publishing house. It has, moreover, to discharge any other powers or duties assigned to it by the General Conference.

The staff of the International Labour Office is appointed by the Director-General who must, as far as possible with due regard to the efficiency of the work, select persons of different nationalities, of whom a certain number must be women. There are a number of Canadians on the staff.

The International Labour Office has become a clearing house of information on labour and industrial matters, and has accumulated the largest library in the world on these subjects. It publishes, in several languages, various periodicals, including the monthly "International Labour Review", the bi-monthly "Industry and Labour", and a large number of volumes and monographs presenting the results of its research (see Appendix 4). There are also the many technical reports drawn up in preparation for the annual sessions of the International Labour Conference and for other I.L.O. meetings. The Office obtains official and unofficial publications from practically every country in the world. It has its own correspondents in many capital cities as well as other collaborators in various countries and it receives direct communications from Governments and from many unofficial organizations on national economic, social and political developments.

The Office's technical experts are able to afford advice and assistance to those Governments that require it in the framing or application of labour legislation. In the field of social insurance especially, such services have been rendered by the Office to Governments of a large number of countries on request.

Requests for information reach the Office in large numbers from Governments, employers' and workers' organizations, public and private administrations, universities, libraries, philanthropic and other institutions, as well as from individuals, belonging to most of the States Members of the Organization.

The present Director-General of the International Labour Office is Mr. David A. Morse, formerly Assistant Secretary of Labour in the United States Government.

The headquarters of the Organization are in Geneva and branch offices are maintained in Shanghai, New Delhi, Rome, Paris, London, Washington and Ottawa, while correspondents are employed in many countries. Mr. V. C. Phelan of Ottawa is the present Director of the Canada Branch of the Organization, which was established in 1949.



**Mr. V. C. Phelan,  
Director of the  
Canada Branch of  
the International  
Labour Office.**

## CHAPTER IV

### *The Governing Body of the International Labour Office*

THE Governing Body, the Executive Council of the Organization, is elected triennially by the International Labour Conference. It usually meets four times a year.

The Governing Body is composed of 32 members: 16 representing Governments, 8 representing management and 8 representing workers. Of the 16 Government members, 8 represent the nations of chief industrial importance, and these are non-elective. Although these 8 non-elective seats are sometimes referred to as "permanent," there have in fact been changes in their composition over the years, reflecting changes in the membership of the I.L.O., as well as in the comparative industrial strength of the Member nations. The other eight Government members of the Governing Body are elected every three years by the Conference, as are the employers' and workers' members. At least six of the Government members, two of the employers' members and two of the workers' members must belong to non-European states.

The eight countries holding non-elective seats on the Governing Body by reason of their industrial importance at the present time (March 1950) are (alphabetically): Brazil, Canada, China, France, India, Italy, the United Kingdom and the United States of America. The eight countries holding elective seats are Argentina, Australia, Belgium, Cuba, Denmark, Peru, Poland and Turkey.

With the exception of a brief period during the 'thirties,\* Canada has always held a non-elective seat.

The Canadian Government representative on the Governing Body at the present time is Mr. A. MacNamara, Deputy Minister of Labour. Canada also has at present a deputy membership in the Workers' group (Mr. Percy Bengough, President of the Trades and Labour Congress of Canada, Ottawa) and also in the Employers' group (Mr. Harry Taylor, National Carbon Limited and Associate Canadian Companies, Toronto).

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\*From May until September 1935, at the time the United States joined the Organization, when Canada had to make way for her more important neighbour. Following the resignation of Germany in October, however, she regained her seat.



**Mr. Arthur MacNamara,  
C.M.G., LL.D.,  
Deputy Minister  
of Labour,  
represents the  
Government of Canada  
on the Governing Body  
of the International  
Labour Office.**

The functions of the Governing Body include the fixing of the Conference agenda, the appointment of the Director-General of the International Labour Office, the general supervision of the work of the Office and of all the various committees and commissions which supplement the principal organs of the Organization, and the drafting of proposals for the Organization's annual budget.



## CHAPTER V

### *The International Labour Conference*

THE International Labour Conference of representatives of the member countries of the Organization, which meets regularly once a year, usually at headquarters in Geneva, may be considered the legislative body of the Organization, as its normal function is to define international minimum standards of social policy through the adoption of International Labour Conventions, Recommendations and Resolutions.

Like the Governing Body, it is tripartite, and a complete delegation from each member state consists of four delegates. Two represent the Government, while employers and workers have one delegate each, chosen by the Government in consultation with the industrial organizations which are most representative of employers and workers in the country.

Women are equally eligible with men for appointment as delegates. Each delegate may be accompanied by two advisers for each item on the agenda of the Conference; and when questions affecting women are to be considered, one at least of these advisers should be a woman.

The practice of the Conference, in dealing with the items on its agenda, is to set up committees, which draft detailed proposals on the subjects assigned to them, and draw up reports which the Conference then considers in plenary session. Advisers to the delegates generally play an active role in the work of committees dealing with the matters in which they are expert, and then assist the delegate when these matters come before the full Conference.

A delegate may, by notice in writing addressed to the President, appoint one of his advisers to act as his deputy in plenary session, and the adviser while so acting is permitted to speak and to vote.

The sittings of the Conference are public, except in cases where it has been expressly decided to the contrary.

Each session of the Conference elects as its officers a president and three vice-presidents. The vice-presidents are nominated respectively by the government, workers' and employers' group.

The Director-General of the International Labour Office acts as Secretary of the Conference. He must transmit the agenda of the forthcoming session so as to reach the Members at least four months before the opening of the Conference.

When the Conference has decided on the adoption of proposals with regard to an item in the agenda, it must then decide the form which these proposals should take, the alternatives being a Convention or a Recommendation. A Convention is an instrument drawn up in precise and detailed terms, with a view to its ratification by Member States and the embodiment of its provisions in national legislation. A Recommendation imposes lesser obligations on Members; as its name implies it is intended to be in the nature of a guide towards national action.

In either case, a majority of two-thirds of the votes cast by the delegates present is necessary on the final vote for the adoption of the Recommendation or Convention by the Conference. Two copies of the Recommendation or Convention are authenticated by the signatures of the President of the Conference and of the Director-General of the I.L.O. One is deposited in the archives of the International Labour Organization and the other with the Secretary-General of the United Nations. A certified copy is communicated to each of the Member States.

The Conference may also adopt Resolutions on questions on which it does not wish to impose binding obligations on Governments.

### *Obligations of Member States*

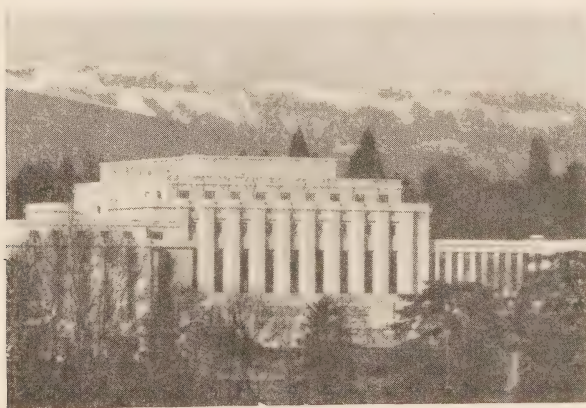
In an appendix to this publication (Appendix I) is given the full text of sections 5, 6, 7, and 8 of Article 19 of the Revised Constitution of the I.L.O., which set out the obligations resting upon Member States with federal systems of Government as well as those with non-federal systems as respects Conventions and Recommendations adopted by the International Labour Conference. It will be observed that each of the Member States is obligated to bring the Recommendation or Convention before the competent authority within the period of one year at most (or in exceptional circumstances where it is impossible to do so, at the earliest practicable moment and in no case later than eighteen months from the closing of the Conference) for the enactment of legislation or other action.

In the case of the acceptance of a Recommendation, the Member must inform the Director-General of the International Labour Office of the action taken. In the case of a Convention, the Member, if it obtains the consent of the authority or authorities within whose competence the matter lies, may decide to accept the obligations which ratification entails. In this case it communicates the formal ratification of the Convention to the Director-General, and must take such action as may be necessary to make its provisions effective.

If, however, the Convention fails to obtain the consent of the competent authority, no further obligation rests upon the Member; except to report at intervals, as requested by the Governing Body, on the extent to which effect may have been given to any of the provisions of the Convention, by law or collective agreement or otherwise, and on the difficulties in the way of ratification. Similar reports may be required in regard to a Recommendation.

The I.L.O. Constitution makes separate provision to meet the case of federal states, such as Canada, the power of which to give effect to Conventions on certain matters is subject to constitutional limitations. The central government of a federal state is required to refer a Convention or Recommendation to which such limitations apply to the constituent states or provinces for action. The federal state must also arrange for periodical consultation with the provinces with a view to promoting co-ordinated action to give effect to such Convention and Recommendation.

The next requirement is that each Member must make an annual report to the International Labour Office on the measures which it has taken to give effect to the provisions of Conventions which it has ratified. These reports are considered each year by a Committee of Experts, which subjects them to close analysis, comparing the details of the national legislation with the provisions of the corresponding I.L.O. Convention. A summary of the reports, together with the observations of the Committee of Experts, is then laid before the Conference, for scrutiny by the Conference Committee on the Application of Conventions.



**Geneva's Palais des Nations, where workers, employers and government delegates from almost every nation assemble for the annual ILO Conference.**

The I.L.O. Constitution sets forth a procedure to be followed in the event of any complaint that a member is not fulfilling its obligations in regard to a Convention it has ratified. The procedure provides for enquiry by the Governing Body.

If any industrial association of employers or workers makes any representation to the International Labour Office that any Member has failed to secure in any respect the effective observance within its jurisdiction of any Convention to which it is a party, the Governing Body may communicate this representation to the Government concerned and may invite that Government to make such statement on the subject as it may think fit. If no statement is received within a reasonable time, or if the statement when received is not deemed to be satisfactory by the Governing Body, the latter has the right to publish the representation and the statement, if any, made in reply to it.

Any Member State also has the right to file a complaint with the International Labour Office if it is not satisfied that any other member is securing the effective observance of any Convention which both have ratified. If the Governing Body sees fit, it may, before referring such a complaint to a Commission of Enquiry, communicate with the Government in question and invite it to submit a statement. If the Governing Body does not think this necessary, or if no statement in reply to their communication has been received within a reasonable time, the Governing Body may apply for the appointment of a Commission of Enquiry to consider the complaint and to report thereon. The Governing Body may adopt the same procedure on its own motion, or on receipt of a complaint from a delegate to the Conference. The Government complained of is entitled to take part in the proceedings (although not to vote) while the matter is being considered. The report of the Commission of Enquiry is published.

The Government concerned must advise the Director-General of the International Labour Office whether or not it accepts the Commission's recommendation; and if not, whether it proposes to refer the complaint to the International Court of Justice, whose decision is final. In the event that the Government at fault fails to carry out within the time specified the recommendations, if any, contained in the report of the Commission of Enquiry, or in the decision of the International Court of Justice, as the case may be, any other Member State may take against it the measures of an economic character indicated in the report of the Commission or in the decision of the Court as appropriate.



## CHAPTER VI

### *Achievements of the International Labour Conference*

THE Conference acts as an international forum in which the representatives of Governments, management and labour from every continent can, and do, speak their minds freely on social and economic questions of foremost interest.

To date (March, 1950), there have been thirty-two regular sessions of the International Labour Conference at which were adopted 98 Conventions and 87 Recommendations establishing international minimum standards covering almost every aspect of social policy. These Conventions are listed in Appendix 2 and the Recommendations in Appendix 3. Their broad scope embraces such questions as employment and unemployment (employment services, national development schemes, provision for unemployment, the organization of employment during the transition from war to peace); general conditions of employment (wages, hours of work, weekly rest periods, and annual holidays with pay); the employment of children and young persons (age for admission to employment, medical examination for fitness for employment, vocational training and apprenticeship, night work, employment upon unhealthy work); industrial health, safety and welfare; social security; industrial relations; labour inspection; maritime labour; agricultural labour; social policy in non-metropolitan territories; migration; freedom of association and protection of the right to organize; and statistics.

Usually an I.L.O. Convention comes into force in any territory only after a specified minimum number of countries have registered ratification. To date, fifty-eight Conventions have received the required minimum number of ratifications and are therefore in force.

Up to the present over a thousand ratifications of these Conventions have been registered, from the different States. The number would be still higher but for the fact that some are of no concern to certain countries. Non-maritime States, for instance, do not generally find it necessary to ratify Conventions concerning seamen; and native labour Conventions interest only a limited number of countries. Then too there is the difficulty confronting federal countries when the subject-matter lies beyond their constitutional jurisdiction.

There is no doubt that the Conventions and Recommendations adopted at International Labour Conferences have left a lasting

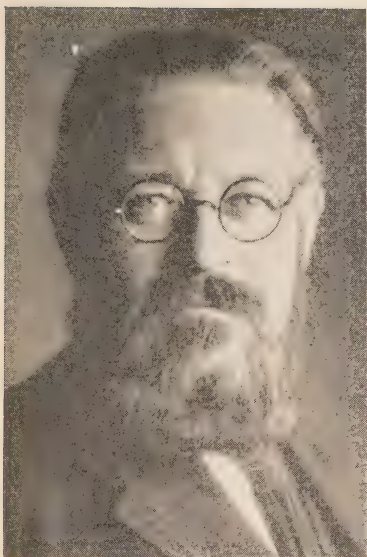
mark on the social and labour legislation of most of the Member States of the Organization. The International Labour Office issued a publication in 1939 entitled "The International Labour Code", in which the substantive provisions of the Conventions and Recommendations adopted up to that time are arranged in the form of a code based primarily upon a classification of subject matter. A second edition, based on the period 1919-1948, is in preparation.

There have been criticisms from Member States that more ratifications of Conventions would be possible if Conventions were less detailed; and that ratification is prevented in certain instances because of difficulties over minor details of the administration of general principles on which all are agreed. It has also been argued that many Conventions provide standards which are too high to enable a realistic approach to be made to them by the underdeveloped and less advanced countries.

Various suggestions have been put forward to effect a solution of the difficulties which stand in the way of ratifications in certain countries, one being that Conventions should contain only general principles and that all details concerning administration should be included in a Recommendation for the guidance of Govern-



**Mr. David A. Morse,  
(United States)  
Director-General  
of the International  
Labour Office,  
Geneva.**



The first Director of the International Labour Office was Albert Thomas (Top left), 1919-1932. His successors were Harold Butler, 1932-1938, John Winant (Bottom left), 1939-1941 and Edward J. Phelan, 1941-1948.

ments. Another is that the application of Conventions in each country should be worked out in consultation with representatives of industry and labour on a tripartite basis.

In recent years there have, in fact, been modifications in the structure of certain Conventions. An interesting innovation introduced in one of the Maritime Conventions adopted in 1946 provides that this Convention may be ratified on the basis of collective agreements rather than national legislation. At the 1949 Conference a Convention on Migration for Employment was adopted consisting of a short basic text, supplemented by three annexes, containing greater detail, any one or more of which a Member may include in its ratification or not, as it sees fit. Another Convention on Fee-Charging Employment Agencies has alternative sections providing for either abolition or regulation of such agencies; a Member may ratify on the basis of either section. All three of these innovations are designed to make a more flexible instrument of the Convention as a medium for international agreement on labour matters.

Recognizing the importance of securing the greatest possible number of ratifications of Conventions, Mr. David Morse, Director-General of the I.L.O., gave an undertaking at the 1949 Conference to commence immediately a study of the whole question so that a method may be arrived at of drafting Conventions in such a manner as to give them the highest degree of acceptance without in any way reducing their vigour.

The following extract from the First Report of the International Labour Office to the United Nations not only shows the distinction between Conventions and Recommendations, but also indicates some of the advantages derived from these instruments:

The Conventions and Recommendations adopted by the International Labour Conference are frequently referred to as the International Labour Code. It is important to avoid any misunderstanding concerning the sense in which they can be properly so described. Between the Conventions and the Recommendations there is an essential difference of legal character. Conventions become, by ratification, binding international instruments; Recommendations are essentially guides to national action. This distinction is, however, less absolute in practice than in legal principle, since the status of a Convention in relation to a Member which has not ratified it is, particularly under the amendments to the Constitution adopted in 1946, analogous to that of a Recommendation. It embodies an international standard of action which has been approved as appropriate by the International Labour Conference, but in respect of which the Member concerned has not accepted any obligation other than that of reporting on the extent to which it applies the international standard.



The functions of Conventions and Recommendations were described in the following terms by the Conference Delegation on Constitutional Questions in 1946:

The obligations resulting from ratified Conventions have a number of functions the relative importance of which varies from one case to another. In addition to giving a certain stability to the main outlines of social legislation, thereby strengthening the forces of social progress, and giving a social content to the law of nations which promises a great accession of needed strength to the growing world community, they also fulfil a variety of more immediately tangible and measurable purposes. When ratified and applied, they constitute codes of fair international competition; they afford protection for workers employed in countries other than their own; they furnish the necessary legal basis for the international co-ordination of placing arrangements and social services; they resolve conflicts of laws and conflicts of jurisdiction in regard to the application of social legislation; they create rights of an international character, such as the pension rights of migrant workers, which could not be effectively established by action by any one country; they make possible reforms like the marking of the weight on heavy packages transported by vessels, which it is impossible to make effective without concerted action by a number of countries . . .

. . . Recommendations, like Conventions, are designed, however, to fulfil a variety of purposes. In some cases the principal objective of a Recommendation is the creation of a measure of international uniformity as regards matters in respect of which such uniformity is desirable; the promotion of such uniformity by a Recommendation may facilitate the acceptance at a later date of international obligations where such are desirable, and in other cases may make the acceptance of such obligations for the purpose of ensuring uniformity unnecessary, and thus secure some of the advantages of the existence of a network of obligations, while preserving greater freedom of national action. In some cases a Recommendation is primarily a contribution to the creation of a common social consciousness extending beyond frontiers; the imperfect development of such a consciousness hitherto would seem to have been the characteristic weakness of the international community as a community. Frequently the main function of a Recommendation is to contribute to the wise handling of social and labour problems as national problems by the formulation in an authoritative manner of standards or principles which embody conclusions drawn from the experience of a large number of countries, supplemented by research into new problems and a careful evaluation of new aspirations and the practicability of giving effect to them; the authority of these standards derives from their having been approved by an international conference which is representative of the interests concerned, has adequate technical information and expert knowledge at its disposal, and is world-wide in its range of contacts.

## CHAPTER VII

### *Special and Regional Conferences of the I.L.O.*

THE work of the International Labour Conference is supplemented by that of a series of more specialized committees and analogous bodies.

Since questions which concern only particular industries or occupations cannot always be dealt with adequately at general Conferences, they have sometimes been handled in special conferences, which enable the particular interests concerned to be directly represented. As will be noted in the next chapter, conditions of work of seamen have from the outset been dealt with by special sessions of the International Labour Conference. There is also a Joint Maritime Commission, consisting of ship-owners' and seamen's representatives, to advise upon maritime questions. A somewhat similar body is the Permanent Agricultural Committee. Until the establishment of the Industrial Committees, special conferences were called to deal with the problems peculiar to the textile industry (Washington, 1937), the coal industry (Geneva, 1938), printing and allied trades (Geneva, 1936), and rail transport (Geneva, 1939).

The Organization has recently initiated regional activities in the Americas, in Asia and the Far East, and in the Near and Middle East.

In 1936 the First Regional Conference of American Member States of the I.L.C. was held in Santiago de Chile and the Second in Havana late in 1939. In April 1946, the Third Regional Conference of Member States was held in Mexico City and the Fourth Session took place in Montevideo, Uruguay, from April 25 to May 7, 1949.

The first Asian Regional Conference was held in Ceylon in January, 1950, following a preparatory meeting at New Delhi in October, 1947.

The first regional meeting for the Near and Middle East was held at Istanbul in November 1947.

## CHAPTER VIII

### *Committees of the International Labour Organization*

#### *Governing Body Committees:*

- Finance Committee\*
- Building Subcommittee
- Employment Committee\*
- Subcommittee on Vocational Training in the American Countries
- Staff Questions Committee
- Pensions Subcommittee
- Committee on the Application of Conventions and Recommendations
- Standing Orders Committee\*
- Allocations Committee\*
- Committee on Industrial Committees
- International Organizations Committee
- European Manpower Committee
- Asian Manpower Committee
- Latin-American Manpower Committee
- Technical Assistance Committee

#### *Committee of Experts on the Application of Conventions and Recommendations*

#### *Fact-Finding and Conciliation Commission on Freedom of Association*

#### *Joint Maritime Commission\**

#### *Industrial Committees:*

- Building, Civil Engineering and Public Works Committee\*
- Chemical Industries Committee\*
- Coal Mines Committee\*
- Inland Transport Committee\*
- Iron and Steel Committee\*
- Metal Trades Committee\*
- Petroleum Committee\*
- Textiles Committee\*

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\* Canada has representation.

### *Other Committees.*

Advisory Committee on Salaried Employees and Professional Workers  
Correspondence Committee on Accident Prevention\*  
    Subcommittee on Automatic Coupling of Railway Vehicles\*  
Correspondence Committee on Industrial Hygiene\*  
    Silicosis Subcommittee  
Correspondence Committee on Recreation  
Committee of Experts on Social Policy in Non-Metropolitan Territories  
Committee of Experts on Indigenous Labour  
Committee on Work in Plantations  
Advisory Committee on Juvenile Employment\*  
Correspondence Committee on Women's Work\*  
Committee of Social Security Experts\*  
    Subcommittee of Actuarial Experts  
Committee of Statistical Experts\*  
Permanent Agricultural Committee\*  
Permanent Migration Committee\*  
Advisory Committee on Co-operation  
International Development Works Committee\*

### *Joint Committees with Other International Organizations:*

Joint Committee on Provision for Medical Care and Health Services  
    (In co-operation with the World Health Organization.)  
Joint Committee on Industrial Hygiene  
    (In co-operation with the World Health Organization.)

These international committees were appointed by the Governing Body at various periods, in some cases in response to resolutions of the General Conference.

They have no statutory terms of reference. A general indication of the functions of each committee is given by its name. The committees report to the Governing Body on the questions referred to them by it, and their programme of work at any particular time is therefore governed by current Governing Body decisions.

These committees of experts and specialists are set up in order that the International Labour Organization may always be sure of receiving competent advice for its diverse tasks. Some of them are especially qualified to represent the interests and desires of certain categories of workers, manual or non-manual; others are intended rather to aid the Office in various fields of scientific research.

### *The Joint Maritime Commission*

The first representative standing commission to be established, and also the most important, is the Joint Maritime Commission. It is of some interest to bear in mind the motives which led to its

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\* Canada has representation.



establishment by the Governing Body. Maritime labour involves conditions of so special a character that, when the Peace Treaty was being drafted in 1919, the seamen claimed the creation of a special office of maritime labour. The Peace Conference considered it necessary to take account of their request to the extent, at any rate, of arranging for the convocation of a special conference. The Commission on International Labour Legislation of the Peace Conference adopted a resolution in this sense. Therefore, in March 1920, the Governing Body decided that a Joint Commission of twelve members should be appointed, consisting of five shipowners and five seamen chosen by the Genoa Conference when it met in June of the same year, and two members chosen by the Governing Body. (Subsequently the number of shipowners and seamen was increased to *nine* each.) The Commission was to assist the technical maritime service of the International Labour Office and to be consulted on questions of maritime labour. It was to meet when convoked by the Chairman of the Governing Body, who was to preside at its deliberations.

The Joint Maritime Commission held its First Session at Genoa in November 1920, and since then it has been regularly consulted by the Governing Body on all matters of maritime interest, including those which were placed on the agenda of the special maritime sessions of the International Labour Conference.

In addition, special maritime sessions of the Conference were held in 1920, 1926 (two), 1929 and 1936 (two), and 1946. At these maritime sessions, 22 Conventions and 12 Recommendations were adopted, providing for the regulation of maritime employment, which together constitute what may be regarded as the International Seamen's Code.

The work of the Joint Maritime Commission is of particular interest to Canada as maritime matters fall mainly within federal jurisdiction and she has therefore been able to ratify a number of International Labour Conventions dealing with working conditions of seafarers.

It is the only body of the kind within the International Labour Organization which is bipartite in composition, all similar bodies being tripartite. At the special conference held in New York in the autumn of 1941, a resolution was passed authorizing the Director of the I.L.O. "to consult the Joint Maritime Commission regarding the desirability of the inclusion therein of Government representatives"; and in 1946 the Maritime Session of the International Labour Conference which was held in Seattle adopted a resolution to the same effect, but no action to this end has been taken as yet.

### *The Industrial Committees*

The need for special machinery to deal with problems of industries other than the maritime industry having been manifest for some time, the Governing Body of the International Labour

Office decided early in 1945 to set up special committees to deal with conditions in a number of important industries throughout the world. This decision involved a significant extension of the work of the Organization. Hitherto the main burden of examining labour and social conditions and of working out proposals for their improvement had fallen upon the International Labour Conference, which as a rule only meets once a year and has to consider the general policy of the Organization, questions of social security, conditions in dependent territories and problems affecting industry generally, as well as matters of particular interest to individual industries. Therefore the amount of attention that could be given to problems of specific industries by the Conference was severely restricted, even though special technical preparatory conferences were sometimes held to clear the ground.

As a result of the Governing Body's decision, eight international committees have now been established for inland transport, textiles, coal mining, iron and steel production, the metal trades, petroleum production and refining, building, civil engineering and public works and for the chemical industries. Most of these committees have already held two or more sessions. The committees consist of two representatives each of Governments, employers and workers from the countries interested in the industries concerned and are all world-wide. Canada has representation on all of them.

These Committees embody their decisions in the form of resolutions addressed to the Governing Body, which may then transmit them to the Conference or to Member States, or take other appropriate action.

The Committees are intended to supplement the work of the International Labour Conference which, however, will continue to consider any matters relating to specific industries that are brought before it. If proposals relating to any of these industries are in future placed on the agenda of the Conference, much of the preparatory work can be undertaken by the Committee concerned, making it possible for more careful consideration to be given to the technical problems involved and at the same time enabling the Conference to deal with a wider range of subjects in the time at its disposal.

The employers' and workers' members of these committees are of course drawn from persons directly connected with the industries in question. The industrial committees act as technical advisers to the Governing Body of the I.L.O. and at the same time promote the interests of the industries by exchanging information and concluding agreements of mutual interest. As the committees are standing bodies, meeting at more or less regular intervals in different countries, it is possible for the Organization to achieve continuity in the problems involved and to promote a wider and deeper knowledge of industry from the international point of view.

## CHAPTER IX

### *Canada and the I.L.O.*

MEMBERSHIP in the International Labour Organization has afforded Canada the opportunity of participating in the I.L.O.'s efforts towards the establishment of world-wide social justice and international goodwill in association with other member countries. She has been a loyal supporter of the Organization ever since its foundation, a Canadian delegation having been present at the first session of the International Labour Conference, held in 1919 in Washington, D.C., and Canadian delegations representing Government, Employers and Workers have attended every annual Conference since that time.

As a Member State she contributes an annual sum to the support of the Organization. Out of a total budget of \$5,983,526 for 1950 her share is \$244,127.86 less credits of \$10,852 in respect of 1948 surplus.

As the Department of Labour is the official liaison agency between the Canadian Government and the I.L.O., a special branch has been set up in the Department to be responsible for this important part of its work, the Director being Mr. Paul Goulet, Assistant to the Deputy Minister.

The proposals emanating from the various sessions of the International Labour Conference in the form of Conventions and Recommendations are all submitted by the Labour Department to the Law Officers of the Crown in Canada with a view to determining whether they fall within Federal or Provincial jurisdiction. The report of the Minister of Justice on the matters involved is embodied in an Order in Council which, with the authentic texts of the Conventions and Recommendations, is placed before Parliament in accordance with the provisions of the Constitution.

Since a number of Government departments other than the Department of Labour are interested in the subject-matter of certain Conventions, the Labour Department has the responsibility of keeping them informed of developments within their sphere, and of acting as liaison between them and the International Labour Office.

If legislative action is taken to implement the provisions of a Convention (or if such legislation is already in force), and it is decided to ratify the Convention, the Minister of Labour introduces in the House of Commons a joint resolution of the Senate and House of Commons approving ratification, together with the authentic text of the Convention.

The Department of Labour is also responsible for seeing that reports are submitted (in the form prescribed by the I.L.O.) on the measures which have been taken to give effect to the provisions of the said Convention, and for the forwarding of these reports to the International Labour Office. As required by the revised Constitution of the I.L.O. copies of such reports are also transmitted to the representative organizations of Employers and Workers for their information.

However, the majority of Conventions and Recommendations are, in whole or in part, within the sphere of Provincial authority, and therefore their authentic texts and the text of the Order in Council containing the Law Officers' report, are transmitted officially to the Lieutenant-Governors of the different provinces by the Secretary of State. They are also brought directly to the attention of the Provincial Deputy Ministers of Labour by the federal Department of Labour.



**Mr. Paul Goulet, O.B.E., Assistant to the Deputy Minister of Labour, is the Director of the Department's ILO Branch and has frequently represented the Canadian Government at sessions of the International Labour Conference and of the Governing Body.**



In the matter of ratifications, Canada has had to face the constitutional problems of a federal state. In 1935, Canada ratified three Conventions, providing respectively for the Limitation of Hours of Work in Industrial Undertakings to eight in the day and forty-eight in the week; for a Weekly Rest in Industry; and for Minimum Wage-fixing Machinery, and the government of that day in the belief that Parliament had power to do so, introduced and Parliament enacted legislation to implement these Conventions.

The question of the validity of these statutes was referred to the Supreme Court of Canada, and later to the Judicial Committee of the Privy Council. The Privy Council in its judgment delivered on January 28, 1937, held that the laws were invalid, inasmuch as their subject matter was within the legislative authority of the provincial legislatures rather than of the federal Parliament. It rejected the argument that the federal power to make and implement international treaties gave Parliament the right to legislate to implement International Labour Conventions ratified by Canada. As a result of this decision Canada has had to rely upon provincial legislation to implement and give effect to these three Conventions.

During the period of the war, when wartime measures covering wages and working conditions were in effect, there was little opportunity for the revision of provincial labour standards legislation, but in the post-war period the effect of new and revised provincial legislation, together with the operation of collective bargaining, have served to very substantially improve working conditions and wage standards in industry in Canada. The Dominion, therefore, has been able to report to the I.L.O. that very considerable progress has been and is being made in bringing working standards in line with the provisions of the three Conventions in question.

While examination of provincial laws shows that in the case of most I.L.O. Conventions there is not complete conformity with all the provisions, there is a considerable measure of compliance with these international standards, and, in some cases, there is even more advanced legislation. For example, in the important fields of workmen's compensation, minimum wages and factory inspection, there is legislation in practically all provinces covering most of the main points of the relevant Convention. In certain other fields, such as limitation of hours of work and annual vacations with pay, the majority of the provinces have enacted laws which fulfil the requirements of the Convention in some respects. In almost every provincial labour law, some amendment, whether slight or important, would have to be made, and in some cases a law enacted, in order to meet the requirements of the relevant Convention. Each year some progress is made towards uniform standards in Canada and towards a greater measure of conformity with international standards.

As regards Conventions within Dominion legislative jurisdiction, certain definite action has been taken. Seven Conventions have been ratified dealing with maritime employment and one providing for the compilation of statistics of wages and hours, viz.:—

Minimum Age (14 years) for Admission to Employment at Sea; Unemployment Indemnity in case of the Loss or Foundering of a Ship;

Minimum Age (18 years) for the Admission of Young Persons to Employment as Trimmers and Stokers;

Compulsory Medical Examination of Children and Young Persons Employed at Sea;

Seamen's Articles of Agreement;

The Marking of the Weight on Heavy Packages Transported by Vessels;

Protection against Accidents of Workers Employed in Loading or Unloading Ships; and

Statistics of Wages and Hours of Work in the Principal Mining and Manufacturing Industries, including Building and Construction, and in Agriculture.

Legislation to implement the first seven of these Conventions is embodied in the Canada Shipping Act and Regulations under this authority. The provisions of the eighth (Statistics Convention) are being fully met, in part by the Dominion Bureau of Statistics of the Department of Trade and Commerce, and in part by the Department of Labour.\*

The first step leading to ratification of four other Conventions concerning seamen was taken in 1948, when the Canada Shipping Act was amended to provide for the Governor in Council to make regulations to give effect to four of the Conventions adopted at the 28th (Maritime) Conference of the I.L.O. at Seattle in 1946. These concern: Medical Examination of Seafarers; Certification of Able Seamen; Food and Catering for Ships' Crews; and Certification of Ships' Cooks. The Regulations covering the implementation of these Conventions are at present in course of preparation in the Departments of Transport and Labour with a view to their eventual submission to the Canadian Parliament for ratification.

It should not be overlooked that there are a number of I.L.O. Conventions and Recommendations which do not concern Canada, such as those relating to non-metropolitan territories, forced labour and indigenous workers.

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\*Subsequent to the preparation of this study another Convention was ratified dealing with the Organization of the Employment Service.

The advantages to Canada from membership in the I.L.O. are not easily assessed, being partly direct and partly indirect, but there is no doubt that the standards established by the Conventions and Recommendations adopted by the International Labour Conference have had considerable influence in the drafting and enactment of corresponding legislation, both Dominion and Provincial.

Moreover, the large volume of literature which the I.L.O. has developed in the last thirty years in the labour and social fields is available to member governments and others, and this fund of information is being increasingly made use of in Canada.

In common with the other Member States of the Organization, Canada also derives great benefit from participation in the annual general sessions of the International Labour Conference and the special and regional conferences, as well as in the meetings of the various industrial committees and other I.L.O. tripartite conferences which are held from time to time. The free discussion in these forums has afforded the representatives of the Government, of the Employers and of the Workers composing the Canadian delegations an unequalled opportunity of developing a common international approach to both legislative and administrative problems in many fields of labour and social legislation. The exchange of viewpoints with delegates from other parts of the world and the consequent broadening of knowledge on economic problems and affairs elsewhere is obviously of great value to Canadian leaders who have to deal with labour standards.

As mentioned earlier in this study the Constitution of the I.L.O. gives the International Labour Office explicit authority to accord to Governments at their request all appropriate assistance in connection with the framing of laws and regulations for the improvement of administrative practices and systems of inspection. The operational programme which has been launched by the Organization in the fields of employment organization, training and migration, mentioned in the first chapter, is a significant development of the type of practical advisory service which it can give to Member States.

When considering a revision of labour legislation or labour administration to be recommended to the Government, the Department of Labour has on occasion taken advantage of the expert knowledge and advice of the I.L.O. with very satisfactory results, as for example when measures were being prepared for Parliament on unemployment insurance and on conciliation in labour disputes. Again, when the National Employment Service was being set up, the I.L.O. was very helpful in providing advice derived from its observation of the functioning of public employment placement services elsewhere.

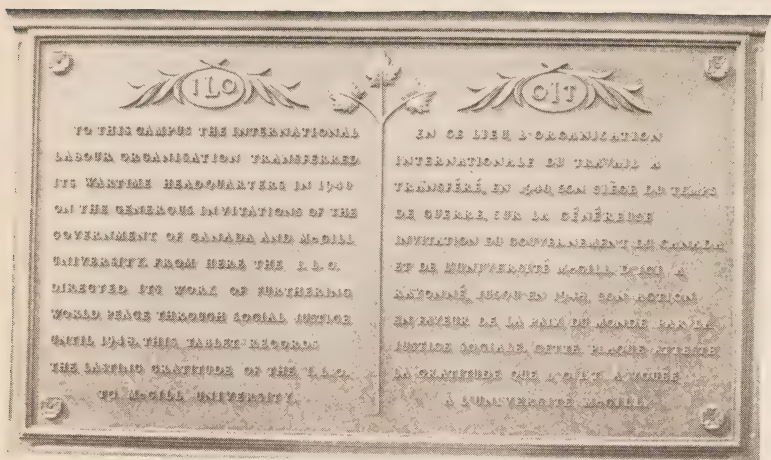




**In 1946 Montreal was the seat of an important session of the International Labour Conference. Shown above on the Conference rostrum are Mr. E. J. Phelan, ILO Director-General, Hon. Humphrey Mitchell, Minister of Labour, who was elected President of the Conference, and Mr. Trygve Lie, Secretary-General of the United Nations.**

As progressive labour and social improvements in the modern world have now come to be a constant feature of our society, it is preferable that the advances shall follow careful consideration, and also that the experience of each nation shall be available to the others—not only to provide for advances on a firm basis, but also to spread progress over as many nations as may be possible. Maintenance of high labour standards in any one country depends to some extent upon improving standards in other lands, so that products entering into international trade may be produced under conditions as nearly as possible uniform, and under conditions which will reduce the advantage to any one exporting nation through low production costs following on adverse labour standards.





A bronze plaque at McGill University in Montreal commemorates the establishment of the wartime headquarters of the International Labour Organization in Canada, from 1940 to 1948.

The present programme of the I.L.O., growing out of the proposal of the President of the United States for the advancement of under-developed countries, provides Canada, as an I.L.O. Member, with wider opportunities to make a direct and practical contribution to the I.L.O. phase of this general undertaking. As one of the countries with more advanced standards, Canada stands to gain by the development of other countries, for improved standards will undoubtedly develop a greater demand for our surplus products abroad and, as already stated, higher standards generally will render international competition with our products more equitable and fair.

Canadian interest in the I.L.O. developed considerably during the war years, when the International Labour Office established temporary headquarters in Montreal. In the autumn of 1946, for the first time the annual session of the International Labour Conference was held in this country, in Montreal, when the Honourable Humphrey Mitchell, Federal Minister of Labour, was elected by the delegates as its President. Mr. Mitchell has frequently expressed warm support for the I.L.O. on behalf of the Canadian authorities; and he made use of the occasion of his Presidential Address to reassert the role the I.L.O. was created

to play in international affairs. This survey may well conclude, therefore, with a quotation from Mr. Mitchell's remarks from the President's rostrum at that time:

"The principles of social justice," he declared, "must be applied to our economic and social life, finding ultimate expression in their respective legislative decisions. To the extent that the International Labour Organization may help in the realization of this objective, its work must be worth while as essential to human progress . . .

"After the terrible conflict that we have just passed through, those responsible for the guarding of the destiny of our peoples should ponder on the lessons of the last six years and the possibility of the future. In my opinion, the establishment of liberty and justice all over the world can only come about by giving voice to the simple aspirations of the great mass of the people. They must be left in peace to work out their lives so that they may establish security for themselves and families and not be the pawns in any game being played by persons bent upon satisfying their own plans for world domination.

"Unless we make social justice the cornerstone of our respective national lives and the basis of international policies, devastation and destruction must by the very nature of things be the lot of mankind. Let us see to it at this Conference that we issue a challenge to the nations of the world, that we return to the true paths of peace, and that our energies be centered upon the age-old wish that we be our brother's keeper."

## APPENDIX 1

*Article 19 (5), (6), (7) and (8) of the Constitution of the International Labour Organization, which sets forth the obligations of Member States, including those of Federal States, with respect to Conventions and Recommendations adopted by the I. L. Conference.*

### Article 19

5. In the case of a Convention—

- (a) the Convention will be communicated to all Members for ratification;
- (b) each of the Members undertakes that it will, within the period of one year at most from the closing of the session of the Conference, or if it is impossible owing to exceptional circumstances to do so within the period of one year, then at the earliest practicable moment and in no case later than eighteen months from the closing of the session of the Conference, bring the Convention before the authority or authorities within whose competence the matter lies, for the enactment of legislation or other action;
- (c) Members shall inform the Director-General of the International Labour Office of the measures taken in accordance with this Article to bring the Convention before the said competent authority or authorities, with particulars of the authority or authorities regarded as competent, and of the action taken by them;
- (d) if the Member obtains the consent of the authority or authorities within whose competence the matter lies, it will communicate the formal ratification of the Convention to the Director-General and will take such action as may be necessary to make effective the provisions of such Convention;
- (e) if the Member does not obtain the consent of the authority or authorities within whose competence the matter lies, no further obligation shall rest upon the Member except that it shall report to the Director-General of the International Labour Office, at appropriate intervals as requested by the Governing Body, the position of its law and practice in regard to the matters dealt with in the Convention, showing the extent to which effect has been given, or is proposed to be given, to any of the provisions of the Convention by legislation, administrative action, collective agreement or otherwise and stating the difficulties which prevent or delay the ratification of such Convention.

6. In the case of a Recommendation—

- (a) the Recommendation will be communicated to all Members for their consideration with a view to effect being given to it by national legislation or otherwise;

- (b) each of the Members undertakes that it will, within a period of one year at most from the closing of the session of the Conference, or if it is impossible owing to exceptional circumstances to do so within the period of one year, then at the earliest practicable moment and in no case later than eighteen months after the closing of the Conference, bring the Recommendation before the authority or authorities within whose competence the matter lies for the enactment of legislation or other action;
- (c) the Members shall inform the Director-General of the International Labour Office of the measures taken in accordance with this Article to bring the Recommendation before the said competent authority or authorities with particulars of the authority or authorities regarded as competent, and of the action taken by them;
- (d) apart from bringing the Recommendation before the said competent authority or authorities, no further obligation shall rest upon the Members, except that they shall report to the Director-General of the International Labour Office, at appropriate intervals as requested by the Governing Body, the position of the law and practice in their country in regard to the matters dealt with in the Recommendation, showing the extent to which effect has been given, or is proposed to be given, to the provisions of the Recommendation and such modifications of these provisions as it has been found or may be found necessary to make in adopting or applying them.

7. In the case of a federal State, the following provisions shall apply:

- (a) in respect of Conventions and Recommendations which the federal Government regards as appropriate under its constitutional system for federal action, the obligations of the federal State shall be the same as those of Members which are not federal States;
- (b) in respect of Conventions and Recommendations which the federal Government regards as appropriate under its constitutional system, in whole or in part, for action by the constituent States, provinces, or cantons rather than for federal action, the federal Government shall—
  - (i) make, in accordance with its Constitution and the Constitutions of the States, provinces or cantons concerned, effective arrangements for the reference of such Conventions and Recommendations not later than eighteen months from the closing of the session of the Conference to the appropriate federal, State, provincial or cantonal authorities for the enactment of legislation or other action;
  - (ii) arrange, subject to the concurrence of the State, provincial or cantonal Governments concerned, for periodical consultations between the federal and the State, provincial or cantonal authorities with a view to promoting within the federal State co-ordinated action to give effect to the provisions of such Conventions and Recommendations;
  - (iii) inform the Director-General of the International Labour Office of the measures taken in accordance with this Article



to bring such Conventions and Recommendations before the appropriate federal, State, provincial or cantonal authorities with particulars of the authorities regarded as appropriate and of the action taken by them;

- (iv) in respect of each such Convention which it has not ratified, report to the Director-General of the International Labour Office, at appropriate intervals as requested by the Governing Body, the position of the law and practice of the federation and its constituent States, provinces or cantons in regard to the Convention, showing the extent to which effect has been given, or is proposed to be given, to any of the provisions of the Convention by legislation, administrative action, collective agreement, or otherwise;
- (v) in respect of each such Recommendation, report to the Director-General of the International Labour Office, at appropriate intervals as requested by the Governing Body, the position of the law and practice of the federation and its constituent States, provinces or cantons in regard to the Recommendation, showing the extent to which effect has been given, or is proposed to be given, to the provisions of the Recommendation and such modifications of these provisions as have been found or may be found necessary in adopting or applying them.

8. In no case shall the adoption of any Convention or Recommendation by the Conference, or the ratification of any Convention by any Member, be deemed to affect any law, award, custom or agreement which ensures more favourable conditions to the workers concerned than those provided for in the Convention or Recommendation.

## APPENDIX 2

### *Conventions*

NOTE:—A *Convention* is a legal text adopted by the General Conference of Member States of the I.L.O., which must be submitted to the national authority, and if ratified, embodied directly in national legislation.

#### **First Session, Washington, 1919**

1. Hours of Work (Industry)
2. Unemployment
3. Childbirth
4. Night Work (Women). Revised in 1934.
5. Minimum Age (Industry). Revised in 1937.
6. Night Work (Young Persons)

#### **Second Session, Genoa, 1921**

7. Minimum Age (Sea). Revised in 1936.
8. Unemployment Indemnity (Shipwreck)
9. Placing of Seamen.

**Third Session, Geneva, 1921**

10. Minimum Age (Agriculture)
11. Right of Association (Agriculture)
12. Workmen's Compensation (Agriculture)
13. White Lead (Painting)
14. Weekly Rest (Industry)
15. Minimum Age (Trimmers and Stokers)
16. Medical Examination of Young Persons (Sea)

**Fourth Session, Geneva, 1922**

(none)

**Fifth Session, Geneva, 1923**

(none)

**Sixth Session, Geneva, 1924**

(none)

**Seventh Session, Geneva, 1925**

17. Workmen's Compensation (Accidents)
18. Workmen's Compensation (Occupational Diseases). Revised in 1934.
19. Equality of Treatment (Accident Compensation)
20. Night Work (Bakeries)

**Eighth Session, Geneva, 1926**

21. Inspection of Emigrants

**Ninth Session, Geneva, 1926**

22. Seamen's Articles of Agreement
23. Repatriation of Seamen

**Tenth Session, Geneva, 1927**

24. Sickness Insurance (Industry, etc.)
25. Sickness Insurance (Agriculture)

**Eleventh Session, Geneva, 1928**

26. Minimum Wage-Fixing Machinery

**Twelfth Session, Geneva, 1929**

27. Marking of Weight (Package Transported by Vessels)
28. Protection against Accidents (Dockers). Revised in 1932.

**Thirteenth Session, Geneva, 1929**

(none)

**Fourteenth Session, Geneva, 1930**

29. Forced Labour
30. Hours of Work (Commerce and Offices)

### **Fifteenth Session, Geneva, 1931**

31. Hours of Work (Coal Mines). Revised in 1935.

### **Sixteenth Session, Geneva, 1932**

32. Protection against Accidents (Dockers). Revised in 1946.
33. Minimum Age (Non-Industrial Employment). Revised in 1937.

### **Seventeenth Session, Geneva, 1933**

34. Fee-Charging Employment Agencies
35. Old-Age Insurance (Industry, etc.)
36. Old-Age Insurance (Agriculture)
37. Invalidity Insurance (Industry, etc.)
38. Invalidity Insurance (Agriculture)
39. Survivors' Insurance (Industry, etc.)
40. Survivors' Insurance (Agriculture)

### **Eighteenth Session, Geneva, 1934**

41. Night Work \*(Women). (Revised)
42. Workmen's Compensation (Occupational Diseases) (Revised)
43. Sheet-Glass Works
44. Unemployment Provision

### **Nineteenth Session, Geneva, 1935**

45. Underground Work (Women)
46. Hours of Work (Coal Mines) (Revised)
47. Reduction of Hours of Work to forty a week in all forms of employment.
48. Maintenance of Migrants' Pension Rights
49. Reduction of Hours of Work (Glass-Bottle Works)

### **Twentieth Session, Geneva, 1936**

50. Recruiting of Indigenous Workers
51. Reduction of Hours of Work (Public Works)
52. Holidays with Pay

### **Twenty-first Session, Geneva, 1936**

53. Officers' Competency Certificates
54. Holidays with Pay (Sea)
55. Shipowners' Liability (Sick and Injured Seamen)
56. Sickness Insurance (Sea)
57. Hours of Work and Manning (Sea)

### **Twenty-second Session, Geneva, 1936**

58. Minimum Age (Sea) (Revised)

**Twenty-third Session, Geneva, 1937**

- 59. Minimum Age (Industry) (Revised)
- 60. Minimum Age (Non-Industrial Employment) (Revised)
- 61. Reduction of Hours of Work (Textiles)
- 62. Safety Provisions (Building)

**Twenty-fourth Session, Geneva, 1938**

- 63. Statistics of Wages and Hours of Work in Mining and Manufacturing Industries and in Agriculture

**Twenty-fifth Session, Geneva, 1939**

- 64. Contracts of Employment (Indigenous Workers)
- 65. Penal Sanctions (Indigenous Workers)
- 66. Migration for Employment
- 67. Hours of Work and Rest Periods (Road Transport)

**Twenty-sixth Session, Philadelphia, 1944**

(none)

**Twenty-seventh Session, Paris, 1945**

(none)

**Twenty-eighth (Maritime) Session, Seattle, 1946**

- 68. Food and Catering (Ships' Crews)
- 69. Certification of Ships' Cooks
- 70. Social Security (Seafarers)
- 71. Seafarers' Pensions
- 72. Paid Vacations (Seafarers)
- 73. Medical Examination (Seafarers)
- 74. Certification of Able Seamen
- 75. Accommodation of Crews
- 76. Wages, Hours of Work and Manning (Sea)

**Twenty-ninth Session, Montreal, 1946**

- 77. Medical Examination of Young Persons (Industry)
- 78. Medical Examination of Young Persons (Non-Industrial Occupations)
- 79. Night Work of Young Persons (Non-Industrial Occupations)
- 80. Revision of Final Articles of Conventions Adopted at the First 28th Sessions

**Thirtieth Session, Geneva, 1947**

- 81. Labour Inspection
- 82. Social Policy (Non-Metropolitan Territories)
- 83. Labour Standards (Non-Metropolitan Territories)
- 84. Right of Association (Non-Metropolitan Territories)
- 85. Labour Inspectorates (Non-Metropolitan Territories)
- 86. Contracts of Employment (Indigenous Workers)



### **Thirty-first Session, San Francisco, 1948**

87. Freedom of Association and Protection of the Right to Organize.
88. Organization of the Employment Service.
89. Night Work of Women Employed in Industry.
90. Night work of Young Persons Employed in Industry.

### **Thirty-second Session, Geneva, 1949**

91. Paid Vacations (Seafarers) Convention (Revised)
92. Accommodation of Crews Convention (Revised)
93. Wages, Hours of Work and Manning (Sea) Convention (Revised)
94. Labour Clauses (Public Contracts) Convention
95. Protection of Wages Convention
96. Fee-charging Employment Agencies Convention (Revised)
97. Migration for Employment Convention (Revised)
98. Right to Organize and Collective Bargaining Convention

## **APPENDIX 3**

### ***Recommendations***

NOTE: A Recommendation of the General Conference of Member States contains general principles for the guidance of national governments in drafting national legislation or in issuing administrative orders. It is submitted to Member States simply as a request for legislation along the lines suggested. In some cases it deals with questions which do not lend themselves to the precise and rigid treatment required in a Convention, but on which it is possible to lay down general rules or principles for the guidance of governments; in some cases it paves the way for a Convention when opinion is more ripe for such instrument; and in some cases it supplements Conventions by indicating points to be considered in the observance of their provisions.

### **First Session, Washington, 1919**

1. Unemployment
2. Reciprocity of Treatment of Foreign Workers
3. Anthrax prevention
4. Lead Poisoning (Women and Children)
5. Labour Inspection (Health Services)
6. White Phosphorus

### **Second Session, Genoa, 1920**

7. Hours of Work (Fishing)
8. Hours of Work (Inland Navigation)
9. National Seamen's Codes
10. Unemployment Insurance (Seamen)

### **Third Session, Geneva, 1921**

11. Unemployment (Agriculture)
12. Childbirth (Agriculture)
13. Night Work of Women (Agriculture)
14. Night Work of Children and Young Persons (Agriculture)
15. Vocational Education (Agriculture)
16. Living-in Conditions (Agriculture)
17. Social Insurance (Agriculture)
18. Weekly Rest (Commerce)

### **Fourth Session, Geneva, 1922**

19. Migration Statistics

### **Fifth Session, Geneva, 1923**

20. Labour Inspection

### **Sixth Session, Geneva, 1924**

21. Utilization of Spare Time

### **Seventh Session, Geneva, 1925**

22. Workmen's Compensation (Minimum Scale)
23. Workmen's Compensation (Jurisdiction)
24. Workmen's Compensation (Occupational Diseases)
25. Equality of Treatment (Accident Compensation)

### **Eighth Session, Geneva, 1926**

26. Migration (Protection of Females at Sea)

### **Ninth Session, Geneva, 1926**

27. Repatriation (Ship Masters and Apprentices)
28. Labour Inspection (Seamen)

### **Tenth Session, Geneva, 1927**

29. Sickness Insurance

### **Eleventh Session, Geneva, 1928**

30. Minimum Wage-Fixing Machinery

### **Twelfth Session, Geneva, 1929**

31. Prevention of Industrial Accidents
32. Power-Driven Machinery
33. Protection against Accidents (Dockers) Reciprocity
34. Protection against Accidents (Dockers) Consultation of Organizations.

**Fourteenth Session, Geneva, 1930**

- 35. Forced Labour (Indirect Compulsion)
- 36. Forced Labour (Regulation)
- 37. Hours of Work (Hotels, etc.)
- 38. Hours of Work (Theatres, etc.)
- 39. Hours of Work (Hospitals, etc.)

**Fifteenth Session, Geneva, 1931**

(none)

**Sixteenth Session, Geneva, 1932**

- 40. Protection against Accidents (Dockers) Reciprocity
- 41. Minimum Age (Non-Industrial Employment)

**Seventeenth Session, Geneva, 1933**

- 42. Employment Agencies
- 43. Invalidity, Old-Age and Survivors' Insurance

**Eighteenth Session, Geneva, 1934**

- 44. Unemployment Provision

**Nineteenth Session, Geneva, 1935**

- 45. Unemployment (Young Persons)

**Twentieth Session, Geneva, 1936**

- 46. Elimination of Recruiting
- 47. Holidays with Pay

**Twenty-first Session, Geneva, 1936**

- 48. Seamen's Welfare in Ports
- 49. Hours of Work and Manning (Sea)

**Twenty-second Session, Geneva, 1936**

(none)

**Twenty-third Session, Geneva, 1937**

- 50. Public Works (International Co-operation)
- 51. Public Works (National Planning)
- 52. Minimum Age (Family Undertakings)
- 53. Safety Provisions (Building)
- 54. Inspection (Building)
- 55. Co-operation in Accident Prevention (Building)
- 56. Vocational Education (Building)

**Twenty-fourth Session, Geneva, 1938**

(none)

**Twenty-fifth Session, Geneva, 1939**

57. Vocational Training
58. Contracts of Employment (Indigenous Workers)
59. Labour Inspectorates (Indigenous Workers)
60. Apprenticeship
61. Migration for Employment
62. Migration for Employment (Co-operation between States)
63. Control Books (Road Transport)
64. Night Work (Road Transport)
65. Methods of Regulating Hours (Road Transport)
66. Rest Periods (Private Chauffeurs)

**Twenty-sixth Session, Philadelphia, 1944**

67. Income Security
68. Social Security (Armed Forces)
69. Medical Care
70. Social Policy in Dependent Territories
71. Employment (Transition from War to Peace)
72. Employment Service
73. Public Works (National Planning)

**Twenty-seventh Session, Paris, 1945**

74. Social Policy in Dependent Territories (Supplementary Provisions)

**Twenty-eighth Session, Seattle, 1946**

75. Seafarers' Social Security (Agreements)
76. Seafarers (Medical Care for Dependents)
77. Vocational Training (Seafarers)
78. Bedding, Mess Utensils and Miscellaneous Provisions (Ships' Crews)

**Twenty-ninth Session, Montreal, 1946**

79. Medical Examination of Young Persons
80. Night Work of Young Persons (Non-Industrial Occupations)

**Thirtieth Session, Geneva, 1947**

81. Labour Inspection
82. Labour Inspection (Mining and Transport)

**Thirty-first Session, San Francisco, 1948**

83. Organization of the Employment Service

**Thirty-second Session, Geneva, 1949**

84. Labour Clauses (Public Contracts)
85. Protection of Wages
86. Migration for Employment (Revised)
87. Vocational Guidance



## APPENDIX 4

### *Selected List of I.L.O. Publications*

#### A. PERIODICAL PUBLICATIONS

##### I. INTERNATIONAL LABOUR REVIEW

(English, French and Spanish editions)

*The International Labour Review* has been published monthly since January 1921. In its present form it comprises the following sections:

- (a) General articles on topics connected with social policy, prepared either in the Office or by outside authorities;
- (b) documentary articles (analyses of important government reports, etc.);
- (c) statistical tables covering the cost of living, wages, unemployment, employment, and hours of work in all those countries for which figures are obtainable;
- (d) bibliographical notes.

Articles of special interest published in the Review are often issued separately as offprints.

##### II. INDUSTRY AND LABOUR

(English, French and Spanish editions)

*Industry and Labour*, formerly *Industrial and Labour Information*, published weekly from 1920 to the middle of 1940, and incorporated in the monthly *International Labour Review* from 1940 to 1948, is being published separately again twice a month. In addition to full reports of all the activities of the International Labour Organization, it contains the basic data on which the International Labour Office's research work is founded—factual information relating to social and economic policy, labour legislation, industrial relations, employment, vocational training, migration, conditions of work, social insurance and assistance and the proceedings of employers' and workers' organizations throughout the world. It is rigorously confined to material derived from authentic sources in the countries concerned, selected and embodied in notes by the competent technical services of the Office and presented with a view to permanent reference.

##### III. LEGISLATIVE SERIES

(English, French and Spanish editions)

*The Legislative Series*, published by the International Labour Office since 1920, consists of texts or translations of the principal laws and regulations affecting labour adopted in the different countries. Each text is printed as a separate brochure or leaflet, and collections of texts are issued in instalments every two months in a loose cover.

#### IV. INDUSTRIAL SAFETY SURVEY

(English, French and Spanish editions)

The *Industrial Safety Survey* was started in 1925 as a specialized periodical devoted to problems of accident prevention which are too technical to be followed in the *International Labour Review*. It is at present issued quarterly and comprises the following sections:

- (a) general articles on safety problems, prepared either in the Office or by outside experts;
- (b) notes on the activities of safety institutions, associations and museums;
- (c) analyses of new laws and regulations relating to safety;
- (d) summaries of official reports;
- (e) a review of periodicals;
- (f) book reviews.

The *Industrial Safety Survey* is illustrated. Articles of special interest are occasionally offprinted.

#### V. YEAR BOOK OF LABOUR STATISTICS

(Trilingual edition in English, French and Spanish)

The *Year Book of Labour Statistics* was first issued as a separate publication for 1935-36. It presents in tabular form the most complete data obtainable in the different countries of the world relating to:

- Economically active population
- Employment and unemployment
- Hours of work
- Wages and labour income
- Cost of living and retail prices
- Family living studies
- Social security
- Industrial injuries
- Industrial disputes
- Migration
- Economic statistics

The tables cover the last twenty years. The statistics are presented systematically with a view to facilitating international comparisons.

#### VI. OFFICIAL BULLETIN

(English and French editions)

The *Official Bulletin*, issued at irregular intervals as occasion arises, has been published since September 1920. It comprises such documents and information as are required for a complete official record of the history of the Organization and its work.

#### VII. MINUTES OF THE GOVERNING BODY

(English and French editions)

The *Minutes* as published contain a full summary of the discussions of the Governing Body, the decisions taken, and the documents prepared by the Office as a basis for discussion. The *Minutes* are published session by session.

## VIII. DOCUMENTS OF THE INTERNATIONAL LABOUR CONFERENCE

(English, French and Spanish editions)

The documentation of each session of the International Labour Conference consists of the *Reports* on the items of the agenda and the *Record of Proceedings*.

## B. NON-PERIODICAL PUBLICATIONS

### IX. DOCUMENTS OF SPECIAL CONFERENCES

The documents of Regional Conferences and Preparatory Technical Conferences are in general similar to those of the International Labour Conferences, but the form and the languages in which they are published vary according to circumstances.

### X. INDUSTRIAL COMMITTEE DOCUMENTS

These consist of the *Reports* on the items of the agenda of each session of every committee and the *Record of Proceedings* of the same published in both French and English.

### XI. THE INTERNATIONAL LABOUR CODE

This is a systematic arrangement of the Conventions and Recommendations adopted by the International Labour Conference with appendices embodying other standards of social policy framed by the International Labour Organization, and notes giving full bibliographical references and material relating to the ratification, application and interpretation of the International Labour Convention. The first edition, published in English, covers the work of the Organization from 1919 to 1939. The second edition, which is in preparation, will be based on the period 1919-1948.

### XII. OCCUPATION AND HEALTH; ENCYCLOPEDIA OF INDUSTRIAL HYGIENE

This work consists of two large illustrated volumes, and supplements containing additions and revisions are occasionally issued. It is published in English and French.

### XIII. STUDIES AND REPORTS

The Studies and Reports series (published in various languages) consist of monographs on various subjects, generally undertaken as a part of the preparatory work which is required before any question can be dealt with successfully by the Conference. A number of important studies in this series have been published on: Industrial Relations; Economic Conditions; Employment and Unemployment; Wages and Hours of Work; The Disabled; Industrial Hygiene; Safety; Housing and Welfare; Co-operation; Employment of Women and Children; Education; Agriculture; Professional Workers; Social Insurance; Statistics; Migration; and Seamen.

#### XIV. SPECIAL PUBLICATIONS

The International Labour Office has also issued various publications which are not included in any series. The following are the most important of these:

##### *Constitutional Provisions concerning Social and Economic Policy*

A collection of constitutional provisions concerning social and economic policy covering 450 countries and other governmental units.

##### *Intergovernmental Commodity Control Agreements*

In addition to the texts of the various agreements concerning wheat, sugar, tea, coffee, beef, tin, rubber and cotton, the volume contains the text of the major pronouncements by authoritative international conferences or committees of an official character formulating principles of policy concerning intergovernmental commodity control schemes.

##### *Safety in Factories*

A collection of the laws and regulations governing safety in factories in fourteen countries, compiled in connection with the preparation of the *Draft Model Code of Safety Regulations for Factories* which was recently approved by a Technical Tripartite Conference.

##### *Vocational Training of Adults in the United Kingdom*

##### *Vocational Training of Adults in Belgium*

##### *Vocational Training of Adults in the United States*

These are the first three of a series of Monographs undertaken as part of the manpower programme of the I.L.O.

## APPENDIX 5

### *For Further Reading*

BARNES, GEORGE N.

*History of the International Labour Office*, London, Williams and Norgate, Ltd., 1926. 106 pp.

CHILDS, STEPHEN LAW FORD

*Sowing Justice; or The Romance of the International Labour Office* by Stephen Lawford, pseud. London, Nicholson and Watson, 1939. 150 pp.

DESPRES, JEAN-PIERRE

*Le Canada et l'Organisation Internationale du Travail*. Montreal, Fides, 1947. 273 pp.



## DILLON, CONLEY HALL

*International Labour Conventions, their Interpretation and Revision.* University of North Carolina Press, 1942. 272 pp.

## ENCYCLOPAEDIA BRITANNICA

*The International Labour Organization.* Chicago, 1944. Vol. 12, pp. 517-520

## FABIAN SOCIETY, London. International Bureau

*The International Labour Organization: a Descriptive Survey.* London, Fabian Publications Ltd., 1944. 24 pp. (Research Series No. 82.)

## INTERNATIONAL LABOUR OFFICE

*The International Labour Organization: the First Decade.* London, George Allen & Unwin Ltd., 1931. 382 pp.

*Constitution and Rules of the International Labour Organization* (Conference Edition). Geneva, 1948. 73 pp.

*The International Labour Code.* Montreal, 1939. 920 pp. A systematic arrangement of the Conventions and Recommendations adopted by the International Labour Conference from 1919 to 1939.

*First, Second and Third Reports of the ILO to the United Nations.* Geneva, 1947, 1948 and 1949 respectively.

*Industrial Committees of the ILO.* Geneva. (Reprint from the International Labour Review of September 1945.)

*The United States in the International Labour Organization.* By Ethel M. Johnston, Washington, ILO, 1939. 23 pp.

## MORTISHED, R. J. P.

*Problems of International Organization: an Outline for Study Circles.* London, Workers' Educational Association, 1944. 32 pp. (W.E.A. Study Outlines, No. 12.)

## PHELAN, E. J.

*Yes and Albert Thomas.* London. Cresset Press Limited, 1936. 270 pp.

## SHOTWELL, JAMES T., Ed.

*The Origins of the International Labour Organization.* New York, Columbia University Press, 1934. Vol. 1, 497 pp.





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